

SA 3: Evacuation

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1.0 Introduction

Coordinating Agencies:

- Lewis & Clark County Sheriff's Dept.
- Helena Police Dept.
- East Helena Police Dept.
- Fire Departments
- Lewis & Clark County Disaster & Emergency Services (LCCO DES)

Cooperating Agencies:

- Lewis & Clark County Search & Rescue (SAR)
- All City & County Departments
- St. Peter's Hospital
- Emergency Medical Services (EMS)
- Local School Districts
- Local Churches
- Special Needs Facilities
- Private Transportation Companies
- American Red Cross (ARC)
- United Way
- Salvation Army
- Local Volunteer Organizations (NGOs, CBOs, FBOs, CERT etc.)
- Capitol City Amateur Radio Club (CCRC)/Amateur Radio Emergency Services (ARES)
- Humane Society
- Montana Disaster & Emergency Services (MTDES)
- Montana Department of Public Health & Human Services (DPHHS)
- Montana Department of Transportation (MDT)
- Montana Highway Patrol (MHP)

1.1 Purpose

This annex provides the concepts, organizations, and responsibilities to ensure a coordinated, orderly, and expeditious evacuation of all or any part of the population of Lewis & Clark County if it is determined that such action is the most effective means available for protecting the population from the effects of an emergency situation.

1.2 Scope

Planning for every situation needing evacuation and movement of people in Lewis & Clark County is beyond the scope of this annex. This plan will address broad objectives that will provide the greatest protection of life during emergencies or disasters in which precautionary evacuations are recommended. The use of in-place sheltering is also considered a part of the evacuation process and is outlined in this annex.

1.3 ESF Activation & Plan Maintenance

This annex may be activated independently or in conjunction with other Annexes, depending on the needs of the situation.

The primary responsibility for development and maintenance of this annex is that of LCCO DES with support from all supporting agencies and departments.

This annex should be reviewed and revised annually, unless significant changes warrant earlier revision. Continued and regular revision and updating should keep this document valid and useful. Regular testing and exercising should establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

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1.4 Policies

- ❖ This annex is effective upon approval.
- ❖ The Incident Commander (IC) has full authority and responsibility to implement and coordinate all small-scale evacuations, sheltering and access control, and exercise on-scene control.
- ❖ MCA [10-3-104](#) and [10-3-406](#) give the Governor and local chief elected officials the authority to “*direct and compel the evacuation of all or part of the population from an emergency or disaster area.....when necessary for the preservation of life or other disaster mitigation, response, or recovery;*” and to “*control the ingress and egress to and from an emergency or disaster area, the movement of persons within the area, and the occupancy of premises therein.*”
- ❖ Law Enforcement has the authority to order evacuations and close roads in emergent circumstances.
- ❖ The County has the authority to close roads, and to restrict access to and from all areas of the County.
- ❖ Law Enforcement has the authority to remove stalled and parked vehicles, which impede the flow of traffic.
- ❖ Traffic flow direction may be altered, reversed, etc., at the direction of the Incident Commander. (*Incident managers should coordinate changes in traffic flow with the County Sheriff’s Office, the Montana Highway Patrol, and the MDT.*)
- ❖ The chief elected officials have the authority to declare a State of Emergency within their jurisdictions and the responsibility to request a state or federal declaration if appropriate. *Requests for State or Federal assistance must go through the DESC.*
- ❖ Priorities should be established for use of limited public transportation assets.
- ❖ As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
- ❖ All organizations are responsible for the development and maintenance of their own internal operating and notification procedures. No part of this annex is intended to supplant agency SOP/SOGs.
- ❖ All organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and, alerting those who are absent due to other duties or assignments.
- ❖ Personnel designated as on-scene responders or representatives to the EOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.

2.0 Situation & Assumptions

2.1 Situation

- ❖ Residents in Lewis & Clark County may be advised to evacuate from affected areas due to various emergency conditions, including, but not limited to flood, earthquake, wildfire, and hazardous materials release.
- ❖ Specific risk areas for each type of disaster that have been identified are:
 - ◆ FLOOD: Rimini, East Helena, Missouri River, Orofino & Grizzly Gulches, Lincoln, Augusta, Wolf Creek, Craig, W. Main Street in Helena, and the Helena Valley.
 - ◆ EARTHQUAKE: Due to the fault lines running through the area and the potential for a major quake, significant damage could be widespread to homes, buildings, and roads throughout the county.
 - ◆ WILDFIRE: South Hills, North Hills, Scratchgravel Hills, Colorado Gulch, Rimini, Unionville, Lincoln, Wolf Creek, Little Wolf Creek, Stickney Creek, Lion’s Creek, Elk Meadows and Augusta.

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- ◆ HAZARDOUS MATERIALS: Areas downwind of accident sites. Sites are concentrated near Montana Ave. and the railroad tracks in Helena, along Highway 12 in Helena and East Helena and the county's transportation corridors (Highways 12, 200, 284 & I-15).
- ❖ The County's response during incidents, emergencies, or disasters is based on the availability of resources. If the response requirements go beyond local capabilities, mutual aid, state, and/or federal assistance should be requested.

2.2 Assumptions

- ❖ Emergencies and disasters may occur without warning at any time of day or night and may cause the need for an evacuation.
- ❖ While some disaster events are slow moving providing ample reaction time, the worst case assumption is that there will be little or no warning of the need to evacuate.
- ❖ First Responders (fire, police, EMS, rescue) will usually be able to recognize a situation requiring an evacuation and would initiate initial evacuation recommendations and procedures.
- ❖ Most of the public will act in its own interest and evacuate dangerous areas either spontaneously or when advised to do so by local authorities.
- ❖ Some people will refuse to evacuate. (*Some owners of companion animals will refuse to evacuate unless arrangements have been made to care for their animals.*)
- ❖ Shelter facilities and food will need to be provided for evacuees.
- ❖ The Red Cross and the Salvation Army may be contacted to provide assistance with shelter facilities and food.
- ❖ Evacuees may have little preparation time and will require maximum support in reception areas, particularly in the areas of food, bedding, clothes, and medicine.
- ❖ Reception and/or shelter areas may not be fully set up or staffed to handle the evacuees.
- ❖ Most evacuees will use private transportation means. However, transportation may need to be provided for some evacuees.
- ❖ Individuals and families may be deprived of food, clothing, shelter and medical services. Families may become separated and unable to locate each other. Individuals may have serious personal or psychological problems requiring specialized social services.
- ❖ Due to constraints imposed by blocked evacuation routes, sheltering of a portion of the populace may be necessary until a safe evacuation can be accomplished.
- ❖ Highway and roadway evacuation capacities may be reduced significantly because of overload, accidents, stalled vehicles, damaged infrastructure and weather conditions.
- ❖ Depending on the type of emergency and available response time, railroad lines may offer an alternative means of evacuation, particularly for persons without transportation means.
- ❖ Demand for resources may exceed LCCO ability to provide.
- ❖ Enhanced public awareness via techniques such as citizen handouts, ad campaigns, evacuation routes and mapping information may be helpful.

3.0 Concept of Operations

3.1 General

There are several factors that must be considered when planning for evacuation. Among these are the characteristics of the hazard itself. Magnitude, intensity, spread of onset, and duration are all significant elements. These will determine the number of people to be evacuated and the time and distance of travel necessary to ensure safety.

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Other important facets are the availability of evacuation routes, their capacities, and their vulnerability to the hazard. Mode of transportation is also significant and provision must be made for those people unable to supply their own transportation.

There are two main types of protective action that can be taken to protect the public: *Evacuation* and *Shelter-in-Place*. A "*precautionary evacuation*", before the public is at risk, is the primary and preferred protective action. Next in preference is the "*response evacuation*," even if some exposure to risk of the evacuating public is possible. (This is a consideration particularly when extended sheltering would expose the affected public to more risk than a relatively rapid evacuation from the source or area of risk).

Enhanced or expedient sheltering-in-place is the secondary protective action option in emergencies, and may be accomplished when evacuation is undesirable or impracticable. For sheltering in place, [instructions](#) should be provided to the affected public regarding the need to stay indoors and the protective measures such as shutting doors and windows and turning off HVAC systems.

The establishment of access control by emergency first responders and law enforcement personnel is standard procedure to protect the public from a hazardous situation. Safety of emergency personnel is always a prime consideration.

Pets are usually excluded from public shelters and mass care centers.

Direction & Control

- ❖ Protective action decision making and implementation should be accomplished using the Incident Command System. Decisions should be made based on the scope and "pace" of the incident.
- ❖ The Incident Commander (IC) is the overall authority for the evacuation effort. All activities should be coordinated with the EOC.
- ❖ Regardless of which agency is IC, the **Senior Law Enforcement Official** having jurisdiction provides primary coordination of on-scene, large-scale evacuations (*Operations*). The Operations Section should also arrange for the security of evacuated areas to prevent looting.
- ❖ In the event of a major evacuation in response to an incident under the overall command of a non-law enforcement agency (e.g. fire/hazmat), unified command between that agency and local law enforcement should be considered to facilitate coordination of evacuation operations.
- ❖ Upon activation of the EOC for larger-scale emergencies, all emergency transportation resources should be coordinated from that facility by the [Transportation Coordinator](#).
- ❖ The EOC should be informed of the potential number of evacuees so as to assist the Red Cross in providing appropriate and adequate shelter facilities.

Area of Evacuation

The Incident Commander should identify the area of evacuation. The evacuation boundaries should follow streets and established roadways. A map should be utilized and distributed to all officers and agencies involved. Maps need to be provided to law enforcement personnel.

Levels of Evacuation

There are three levels of evacuation that require different resource commitments. They include:

1. **Site Evacuation:** Site evacuation involves a small number of citizens. This typically includes workers at a site and nearby homes. Evacuation holding times are typically short, generally less than an hour or two, and citizens are permitted to return to their businesses or homes.
2. **Intermediate Level Evacuation:** The Intermediate Level involves larger numbers of citizens and/or affects a larger area. This level affects off-site homes and businesses and normally affects fewer than 50 persons. Persons may remain out of the area for two to four hours or more. Evacuation completion times may be somewhat longer but generally rapid. Collecting, documenting, and controlling the evacuees becomes more difficult. Off-site collection sites or shelter areas will need to be determined and managed. Some evacuees may leave the area on their own or be sent home by employers. Site perimeters become larger and perimeter security

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requires more resources. Close coordination with law enforcement and other agencies may be required. The Emergency Operations Center (EOC) may be opened to help coordinate activities and provide support.

3. **Large-Scale Evacuation:** A large-scale disaster or release of a hazardous substance may cause a large off-site evacuation. Whole communities could be evacuated. Rapid initiation of the evacuation process may be required. Evacuees may be out of their homes and businesses for many hours, if not days. Evacuation completion time frames should be extended. Evacuation shelters will need to be located, opened, and managed. Documentation and tracking of evacuees becomes more important as well as more difficult. Very close coordination with law enforcement and other agencies may be required. Site and evacuation perimeters become extended and require much more resources to maintain. Security of the evacuated area is always a concern. In most cases, the EOC should be opened to support the evacuation and site operations.

Note: There are no precise parameters differentiating one level of evacuation from another. The Incident Commander should implement a Command Organization that meets the needs of each particular incident.

Duration of Evacuation

The evacuation should be sustained as long as the risk continues in the evacuated area. Caution should be taken when deciding to allow residents to return to the homes to ensure that the situation is truly under control. Re-evacuating is difficult to complete, as many residents will not want to go a second time. It can also be extremely hazardous. Evacuees must be updated with information as soon as possible and periodically throughout the incident.

Shelter Sites

When developing the evacuation plan, shelter sites must be identified early. Site selection must occur at the time the evacuation is ordered or very soon afterward. Command may need to send personnel to initially open shelters until other agencies are in-place. (See [ESF 6: Mass Care Annex](#)).

Movement

It is anticipated that the primary evacuation mode will be private vehicles. Actual evacuation movement efforts should be conducted by the law enforcement agencies involved.

- ❖ Evacuation routes should be selected by the Incident Commander (*or Planning Section if activated*) at the time of the evacuation decision. Movement instructions should be part of the warning and subsequent public information releases.
- ❖ If at all possible, two-way traffic should be maintained on all evacuation routes to allow continued access for emergency vehicles.
- ❖ Law enforcement should coordinate the use of wrecker services needed to clear disabled vehicles.
- ❖ Traffic control devices such as signs and barricades should be provided by the Logistics Section.
- ❖ When transportation resources are used, the Logistics Section should maintain a [Vehicle/ Equipment Record Form](#) for each vehicle used.

Refusal to Leave

No public safety official has the legal right to impose a mandatory evacuation order on citizens in their own homes. Citizens should be informed of the need to leave a hazardous area, and the possible consequences of not leaving. Citizens who obstruct the evacuation process may be arrested.

If they do not intend to leave, ask if they understand the possible dangers if they stay, document the time, address, and number of people remaining. Mark the residence in a conspicuous place to indicate that contact has been made.

- ❖ Ask for next of kin and a phone number.
- ❖ Write the next of kin information down.
- ❖ Refusals should be noted and reported to the Incident Commander by radio.

Evacuations follow somewhat of a triage philosophy. We will evacuate the greatest number for the greatest benefit. Individual refusals may be left to fend for themselves. There simply may not be enough time or resources to initiate

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forced removal of persons from their homes. However, documentation of the refusal should be done. A sample [Evacuation Contact Form](#) is attached to this annex for the purpose of documenting refusals.

Special Needs Populations

Provisions, to the extent possible, should be made for providing the elderly, persons with motility impairments, the handicapped, and hospital/nursing/group home patients proper transportation, medical assistance, and other related support during emergency evacuations. These special needs groups present unique concerns because they are difficult to identify and evacuate. EAS messages should address this by asking neighbors, families, or friends to evacuate those who they know need help or to call local law enforcement or the EOC for assistance. The ESF 1: Transportation Coordinator should assist in procurement of transportation resources for assisting those who cannot transport themselves for any reason.

Special Needs Facilities

Special needs facilities are responsible for the welfare and safety of their students, clients, patients, and inmates. Virtually all of these facilities are required to maintain an emergency plan that includes provisions for an emergency evacuation; however, in order to effectively implement those plans, they must be warned of emergency situations.

- ❖ The Facility Administrator, or designated representative, coordinates the evacuation of their facility. Receiving facilities are selected according to the ability to receive additional patients.
- ❖ The facility operator is responsible for making arrangements for suitable transportation and coordinating use of appropriate host facilities.
- ❖ In the case of short-notice or no-notice emergency situations, facilities may be unable to make the required arrangements for transportation and may need assistance from local government with transportation and in identifying suitable reception facilities.

Schools & Day Care Centers

- ❖ Schools should develop evacuation procedures/guidelines. Schools within the danger zone for hazardous materials spills should develop procedures/guidelines for in-place sheltering. Parents should be advised of the location of evacuee reception centers.
- ❖ If evacuation of public schools is required, students should normally be transported on school buses to other schools outside of the risk area, where they can be picked up by their parents.
- ❖ It is essential that the public be provided timely information on these arrangements. In the case of a large-scale emergency situation with advance warning, schools will generally be closed and students returned to their homes so they can evacuate with the families.
- ❖ Private schools and day care centers, including adult day care facilities, typically do not have significant transportation resources and may require government assistance in evacuating. Resources to facilitate the evacuation of these type facilities should be tasked to execute the removal of these students to safe areas.

Healthcare Facilities

- ❖ If evacuation of these facilities is required, patients should be transported, with appropriate medical support, to a comparable facility.
- ❖ The facility operator is responsible for making arrangements for suitable transportation and coordinating use of appropriate host facilities.
- ❖ In the case of short-notice or no-notice emergency situations, facilities may be unable to make the required arrangements for transportation and may need assistance from local government with transportation and in identifying suitable reception facilities.
- ❖ St. Peter's Hospital would need ambulances for an average of 12 bedridden patients. The remaining patient load (less than 100) would be ambulatory and could be moved with staff vehicles or buses.
- ❖ The Cooney Nursing Home and Rocky Mountain Care Center would typically have six patients each to be moved by ambulance. The rest could be moved by bus.

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- ❖ The Big Sky Care Center would need transportation for an average of 40 patients who are confined to their beds. The remainder could travel by bus. Backboards could be used on top of bus seats to expedite the transportation of patients when enough vans or ambulances are not available. Backboards are available from St. Peter's Hospital and the Airport Air, Rescue and Fire, Building, 442-2821.

Also See [*Support Annex 1: Special Needs Populations*](#)

Evacuation of Animals

Some people may refuse to evacuate simply because they cannot take their animals/pets with them. As mentioned earlier, time and resources should not be wasted in attempts to arrest or convince persons who refuse to evacuate. However, if available, representatives from the County Extension office and the Humane Society should report to the EOC to provide guidance and coordination for protective actions concerning animals. Depending on time and available resources, some possible actions may include:

- ❖ Making an initial estimate of the numbers and types of animals that may need to be evacuated.
- ❖ Arranging travel routes and scheduling the timing for evacuation of pets, farm animals, animals in kennels, veterinary hospitals, pet stores, animal shelters, etc. from the risk area.
- ❖ Mobilizing transportation vehicles (stock trailers, trucks equipped with animal cages, etc.) that may be used to evacuate the animals.
- ❖ Dispatching search and rescue teams to look for animals left behind by their owners, stray animals, and other needing transportation to a safe location.
- ❖ Locating and establishing shelter/storage facilities for evacuated & stray animals (e.g. Humane Society, Fairgrounds, outlying farms/ranches, etc.).

Access Control & Security

Security in evacuated areas is extremely important. Those who have evacuated may not do so in the future if their property has been damaged or stolen during their absence. Law enforcement should establish access control points to limit entry into evacuated areas and, where possible, conduct periodic patrols within such areas to deter theft by those on foot. To the extent possible, fire departments should take measures to insure continued fire protection.

If an evacuated area has sustained damage and cannot be reoccupied for an extended period of time, it may be desirable to implement a permit system to limit access to emergency workers, homeowners, business owners, utility workers, and contractors restoring damaged structures and removing debris.

Re-Entry

Reoccupation of an evacuated area requires the same consideration, coordination, and control of the actions undertaken in the original evacuation. The re-entry decision and order should be made by the Incident Commander after the threat has passed and the evacuated area has been inspected by fire, law enforcement, Public Works, and Building Division personnel for safety. Some specific re-entry considerations are:

- ❖ Ensure that the threat which caused the evacuation is over;
- ❖ Ensure that homes have been inspected to determine if they are safe to re-occupy;
- ❖ Determine the number of persons in shelters who may have to be transported back to their homes;
- ❖ If homes have been damaged, determine the long-term housing requirements;
- ❖ Coordinate traffic control and movement back to the area; and
- ❖ Inform the public, through the PIO, of proper re-entry actions, particularly precautions they should take with regard to reactivating utilities. In addition, issue proper cleanup instructions, if necessary.
- ❖ Persons who enter into an evacuated or restricted area in violation of an evacuation order may be arrested for Failure to Obey a Police Officer.

3.2 Notifications

- ❖ In situations where rapid evacuation is critical to the continued health and safety of the population, the on-scene Incident Commander may advise the public in the immediate vicinity to evacuate.

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- ❖ The immediate danger of a hazardous material spill, wildfire, flood or other incident requires that the public be warned of the danger as quickly as possible.
 - a. **Pre-evacuation Warning:** On slow-moving events, pre-evacuation notice should be given to affected residents if it appears that conditions may warrant such action. Residents should be given warning that they may have to move out upon 30 minutes notice. Consideration must be given to hospitals, nursing homes, elderly, handicapped, schools, licensed day care centers, and large gatherings.
 - b. **Evacuation Warning:** All warning modes should be utilized to direct the affected population to evacuate. Wherever possible, the warning should be given on a direct basis as well as through the media. The use of law enforcement and fire emergency vehicles moving through the affected area with sirens and public address is usually effective. However, if used, this procedure should be communicated to the public in advance so as to preclude public confusion concerning the use of these vehicles. [Door-to-door](#) notification should be considered, particularly in sparsely populated areas. Residential and health care institutions may be notified directly by the EOC or on-scene authorities. Law enforcement personnel, if available, should sweep the evacuated area to ensure all persons have been advised and have responded. Persons who refuse to follow evacuation instructions may be left alone until all who are willing to leave have been provided for; then, time permitting, further efforts should be made to persuade those who chose not to evacuate.
 - c. **Emergency Public Information:** The PIO should ensure that evacuation information is disseminated to the media on a timely basis. Instructions to the public such as traffic routes to be allowed, location of temporary reception centers as well as situation updates should be issued as that information becomes available.
- ❖ The DESC or his deputy may activate the **EAS** by contacting the **NWS (453-4561 / 2081)** to initiate a public broadcast message. If phones are down, a message may be hand delivered to the primary EAS station, KMTX, at 516 Fuller Ave. Radio stations and TV stations should copy the message and interrupt regular programming for the broadcast.

3.3 Preparedness

- ❖ Evaluate evacuation populations and resource requirements for areas surrounding potential high-risk facilities or areas.
- ❖ Identify special population groups needing special assistance during evacuation: senior citizens, handicapped, and other special needs populations.
- ❖ Evaluate and establish evacuation routes, identify congestion points, areas under construction and repair, etc.
- ❖ Identify, evaluate and develop shelter requirements and plans based on known hazards; correct deficiencies as appropriate.
- ❖ Develop and distribute public education materials on evacuation/shelter-in-place preparation, plans, and procedures/guidelines.
- ❖ Develop and test emergency plans and procedures/guidelines.
- ❖ Participate in emergency management training and exercises.

3.4 Response

Size-up

Law enforcement and the fire department will probably be first on the scene. The fire chief, police chief, sheriff, or their designee may be required to determine if an area needs to be evacuated if there is time - if not, the first responder will have to make that decision and should take immediate steps to ensure the safety and well being of the public. Items to be considered for evacuation include:

- Identification of substance (if hazardous);
- Extent of the flood, spill, fire, or damage;
- Weather conditions;

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- Area to be evacuated;
- Evacuation routes, their capacities and susceptibilities to hazards;
- The availability and readiness of shelters;
- Modes of transportation for evacuees and for those unable to provide their own;
- The location of special needs populations in the hazard area and whether evacuation could prove more hazardous to them than the initial hazard.

Implementation

- ❖ If time allows, the mayor or a county commissioner should be contacted to make the evacuation decision in conjunction with advice from the Incident Commander. Principal executive officers are authorized by state law ([10-3-406, M.C.A.](#)) to order an evacuation after a disaster or emergency has been declared.
- ❖ Identify hazard areas and affected populations, including those areas that may be impacted if the incident escalates or conditions change.
- ❖ Identify the instructions to be given to evacuees. Include specific information about the risk, the actions that they need to take, and the possible risks of non-compliance.
- ❖ Direct persons at risk to evacuate or to take shelter or remain inside, as appropriate to the emergency situation.
- ❖ Identify evacuation routes, their capacities, and vulnerability to the hazard.
- ❖ As needed, designate rest areas along movement routes where evacuees can obtain fuel, water, medical aid, vehicle maintenance, information, and comfort facilities.
- ❖ Designate centrally located pickup points or bus routes for persons without private automobiles or other means of transportation.
- ❖ Establish traffic control points.
- ❖ Establish and maintain access control points.
- ❖ Establish reception centers where evacuees may be sent, screened, and registered prior to moving to shelters.
- ❖ Provide for the evacuation of the handicapped, elderly, and other special-needs groups.
- ❖ Provide evacuees with instructional materials showing evacuation routes, reception centers, parking facilities, lodging, food services, campgrounds for families evacuating in recreational vehicles, and medical treatment facilities, if such materials are available.
- ❖ Activate mass care shelters that can provide emergency sheltering and feeding of large numbers of evacuees and provide security for them.
- ❖ If shelter(s) cannot be set up immediately, in time to receive the evacuees, reception centers or safe areas that provide some measure of protection should be identified.
- ❖ Set-up medical aid stations on evacuation routes, at temporary safe areas, and mass care shelters as needed.
- ❖ Coordinate security to evacuated areas to prevent looting and other unauthorized actions. Security personnel must be dressed in appropriate protective gear.
- ❖ Leave people alone who refuse to follow evacuation instructions until all who are willing to leave have been provided for. Then, time permitting, attempt to persuade them to evacuate.
- ❖ If appropriate to the emergency situation, redirect fuel supplies to service stations along evacuation routes.
- ❖ Evacuate those persons initially sheltered to safer areas or mass care shelters as soon as it is prudent to do so.
- ❖ Provide food, water, milk, livestock feed control/health advisories or directives as appropriate.
- ❖ Communicate plans and procedures/guidelines with all responders involved.
- ❖ Keep the public informed about emergency conditions, evacuation routes, destinations and other vital information.

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- ❖ Monitor evacuation efforts and provide continuous direction to evacuation assistance personnel.

3.5 Recovery

- ❖ Initiate the return of evacuees when it is safe to return to evacuated areas. The decision to allow evacuees to return to their homes should be the responsibility of the Incident Commander when the EOC is not operating. If the EOC is operating, the decision to return evacuees may be made by the IC in conjunction with the EOC staff.
- ❖ The Planning Section may help develop a return plan for evacuees.
- ❖ Reestablish traffic control points to facilitate a smooth return.
- ❖ Help coordinate transportation for the return home of the elderly, handicapped, and special needs groups and for those evacuees having no transportation of their own.
- ❖ Continue public information activities.
- ❖ Maintain access control over areas unsafe for use.
- ❖ Reevaluate the status of evacuees who cannot be returned to their homes, and help coordinate for their continued support as appropriate.
- ❖ Establish Disaster Application Center, if appropriate
- ❖ Participate in post-event debriefing to evaluate the evacuation process.
- ❖ Updates plans and procedures/guidelines based on critiques and lessons learned during an actual event.

3.6 Mitigation

- ❖ Identify areas that are likely to be evacuated in a disaster (i.e. flood plains, areas near hazardous materials, plume zone for fixed hazmat facility, etc.)
- ❖ Discourage development in hazard zones, particularly residential development in flood plains, unless prescribed protections are constructed.
- ❖ Adjust building codes as necessary to insure adequate standards for construction of buildings that may be used as shelters, or which may be located in high-risk hazardous areas.
- ❖ Develop a public information program to increase citizen awareness of reasons for possible evacuation, routes to travel, availability of transportation, reception locations, appropriate food, clothing and other essential items to pack when evacuating, etc.
- ❖ Provide training to personnel on the Incident Command System and evacuation procedures/guidelines, including working as a member of an evacuation team.
- ❖ Develop and maintain standard operating procedures/guidelines to include a recall roster for essential and/or off-duty personnel.
- ❖ Develop and maintain standard operating procedures/guidelines to include an evacuation notification roster for the Commissioners and department heads.
- ❖ Seek improvement to preplanned evacuation routes if needed.
- ❖ Enhance warning systems to increase warning times and reduce the need for hasty evacuations.
- ❖ Participate in evacuation training exercises.
- ❖ Identify population groups who may require special assistance during evacuation.
- ❖ Coordinate emergency preparedness planning activities and training.
- ❖ Identify traffic capacity estimates for potential evacuation routes.
- ❖ Identify potential mass care facilities & shelters.

4.0 Organization & Responsibilities

4.1 Organization

Our normal emergency organization, described in Section 4.1 of the Basic Plan and depicted in Attachment 3 to the Basic Plan, should plan for evacuations of people from their homes or businesses. A large-scale evacuation, however, may require the formation of an *Area Unified Command (AUC)* to support the Incident Command Posts (ICP) and EOCs.

Incident Command System (ICS)/AUC – EOC Interface

As noted elsewhere in this annex, the Incident Commander will normally determine the need for, organize, and conduct limited evacuations in the immediate vicinity of the incident site. If large-scale evacuation is required, our chief elected official should make the recommendation for such evacuation to the public.

A division of responsibility for evacuation tasks should be agreed upon between the Incident Commander and the EOC. The Incident Commander will normally manage evacuation operations at the scene, while the EOC coordinates operations beyond the incident site, such as coordinating traffic control along evacuation routes, arranging for the activation of reception, shelter and mass care facilities, and advising other jurisdictions of the evacuation.

During a large-scale evacuation, a division of responsibility for evacuation tasks should be agreed upon between the EOCs and the Area Unified Command. The EOCs will normally manage evacuation operations within their respective jurisdiction area while the AUC coordinates evacuation operations affecting multiple jurisdictional areas. The AUC will normally coordinate traffic control along evacuation routes, request the activation of shelters and mass care facilities, and advise other jurisdictions.

4.2 Responsibilities

Command Staff

The Incident Commander should:

- ❖ Decide which areas of the County should be evacuated and which reception area(s) should be used to receive and care for the evacuees (*if sheltering is needed, notify the local Red Cross immediately*).
- ❖ Ensure that an official [evacuation order](#) is drafted and signed by the appropriate officials for documentation purposes.
- ❖ Advise citizens to evacuate, when appropriate.
- ❖ Make available emergency public information and press releases to the media on what areas are being evacuated and what areas are being used as reception areas.
- ❖ Request support from the EOC to assist in coordinating evacuation activities beyond the incident site, such as activation of shelter and mass care facilities and coordinating evacuation efforts with affected local governments as well as with the selected reception areas, if required.
- ❖ Direct the relocation of essential resources (personnel, equipment, supplies) to reception area(s).
- ❖ Establish reception centers with Liaison Officers to coordinate the needs of the evacuees.

The Public Information Officer should:

- ❖ Prepare public information releases for local EAS messages to advise residents of affected areas and actions to be taken. Such information and instructions should include evacuation routes, pick-up points for those without transportation, reception center locations, sheltering information, and other details related to the emergency.
- ❖ Coordinate with area news media for news releases.
- ❖ Establish a single phone number that should be released to the public for information.

Note: Some residents may try to re-enter a risk area before it is safe to do so. An aggressive Public Information campaign during the event should help to reduce the number of residents trying to re-enter the risk area by keeping them informed of the dangers and progress of emergency operations.

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General Staff

The Operations Section should:

- ❖ Organize an Evacuation Group under the Response Branch to coordinate and manage evacuation operations.
- ❖ Supervise personnel necessary to support evacuation, including mutual aid and Reserves or Search and Rescue.
- ❖ Relay strategic considerations, and develop tactics for evacuation operations.
- ❖ Implement evacuation plan.
- ❖ Establish and maintain control of outer perimeter, restrict access to those persons properly authorized and protected.
- ❖ Supervise and conduct mobile public address system and door-to-door alert and warning.
- ❖ Establish and maintain crowd and traffic control.
- ❖ Maintain clear evacuation routes.
- ❖ Request resources through Logistics Section (if activated).
- ❖ Designate neighborhood congregation points for evacuees who need transportation to reception areas or shelters. Notify Command of persons who need assistance in leaving their homes.
- ❖ Keep Command, Planning Section, and Public Information Officer apprised of activities.

The Planning Section should:

- ❖ Identify high hazard areas and number of potential evacuees to include the number of people requiring transportation to reception areas;
- ❖ With input from on-scene personnel, determine and mark evacuation routes, safety perimeters, transportation pick-up points, reception areas, and shelters on EOC maps. Long evacuation routes, such as might be experienced during a national security crisis, should also designate rest areas, facilities for vehicle fuel and maintenance, and information centers.
- ❖ Provide the above information to Public Information Officer, Operations Section, and assisting agencies, such as mutual aid cooperators and the Red Cross.
- ❖ Document and track resources assigned to the evacuation effort, including personnel, vehicles, and facilities.
- ❖ Track and document progress of evacuation operations, provide contingency planning.

The Logistics Section should:

- ❖ Coordinate emergency transportation assets to include transportation for groups or individuals requiring assistance or special considerations to evacuate, such as the elderly, disabled, hospital patients, residents of nursing homes, and prisoners.
- ❖ Coordinate the priority of use of transportation assets with the Operations Section
- ❖ Advise Command in the activation of appropriate reception or shelter facilities.
- ❖ Provide the PIO with location(s) where people are to go to await needed transportation to the evacuation area in order that the location(s) may be announced to the public;
- ❖ As requested, assist the Red Cross in movement of volunteers to reception areas and shelters. A Facilities Unit Leader may be assigned to provide liaison and coordination between the EOC and the American Red Cross, Salvation Army, and other service organizations for shelter/mass care operations;
- ❖ Procure additional personnel needed to support shelter operations. May include, but not be limited to, shelter security, Facilities Unit Leader, Ground Support Unit Leader, etc. Provide transportation for essential workers as necessary.
- ❖ Coordinate with the School District Superintendents, pastors of churches, and managers/owners of private buildings that are to be used as lodging and/or feeding facilities, to acquire their permission and to have the facility open and ready to receive evacuees;
- ❖ Coordinate food or feeding and other welfare assistance to evacuees;
- ❖ Coordinate special requirements for unaccompanied children, the aged, handicapped, and others requiring special consideration at the shelters;

Section III: Support Annexes

- ❖ Facilitate procurement of additional barricades, signs, etc.

Transportation Coordinator ([ESF 1](#))

A Transportation Coordinator should be established in the EOC under either the Ground Support Unit (Logistics) or under an Evacuation Group (Operations) depending on availability of personnel. Ambulances and other transport vehicles and buses should be staged in the event that a citizen may need transportation to a shelter or other location. Non-ambulatory people must be located and information provided to the Transportation Coordinator so that they are not overlooked in the evacuation.

- ❖ Responsible for identifying and assigning emergency transportation to the requesting organizations, or emergency services coordinators, and dispatching these vehicles to work sites or staging areas to provide the emergency transportation as requested.
- ❖ Schedule and manage the use of vehicles provided from all sources along with a qualified driver for the equipment.
- ❖ Coordinate with the evacuation group to establish pickup points in the area for citizens needing transportation and advise the PIO who should notify the public.
- ❖ Assist the Evacuation Group in planning the scheduled evacuation of hospitals and nursing homes in the event of a threat to these institutions.
- ❖ Coordinate transportation assistance for the evacuation of special needs facilities and special needs populations.
- ❖ Assist the Logistics Section with vehicle and driver requirements during any emergency.
- ❖ Work with the Ground Support Unit (*ESF 1*) to provide maintenance service and fuel to all equipment used to support emergency operations.
- ❖ Keep records of equipment use, man-hours, and associated costs. Provide this data to the Finance Section during and after the disaster.

The Finance Section should:

- ❖ Support other Sections as requested.
- ❖ Document fiscal resources dedicated to the evacuation effort.
- ❖ Provide information on the financial impact of the evacuation to the planning process.
- ❖ Manage government disaster assistance programs.

Cooperating Agencies (All)

- ❖ Develop applicable SOPs, guidelines and/or checklists detailing the accomplishment of their assigned functions.
- ❖ When requested, deploy a representative to the EOC to assist with Evacuation activities.
- ❖ Coordinate special care requirements for special needs populations such as unaccompanied children, the aged, the handicapped and others requiring special considerations.
- ❖ Provide ongoing status reports as requested.
- ❖ Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement.
- ❖ Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that State and Federal reimbursement becomes available.
- ❖ Maintain up-to-date rosters for notifying personnel and 24-hour staffing capabilities.
- ❖ Perform other emergency responsibilities as assigned.

American Red Cross (ARC)

- ❖ Identify potential shelter and feeding sites and develop procedures/guidelines for activating and operating shelters for use in mass evacuations, including establishing written agreements with schools community centers and churches.
- ❖ Coordinate planning activities with local Emergency Management Offices.

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- ❖ Provide training to personnel on disaster response and shelter management procedures/guidelines.
- ❖ Participate in training exercises conducted by the county's Emergency Management Office.
- ❖ Provide a representative to the EOC to coordinate ARC operations.
- ❖ Activate sheltering and feeding operations as required.
- ❖ Coordinate with the Logistics Section and other disaster relief agencies for the procurement of food and other supplies for the evacuees, as necessary.
- ❖ Coordination of special care requirements for unaccompanied children, the aged, the handicapped and other requiring special considerations.
- ❖ Compiles list of missing persons reported by evacuees in their facilities and provides list to the EOC at the earliest possible time. For extended disasters, provides periodic updates, as the situation warrants.

Chief Elected Officials

- ❖ Declare an emergency and/or a disaster with up to a 2-mill levy, if appropriate. Separate declarations are required for each affected jurisdiction (county, Helena, East Helena.) A disaster declaration will allow a request to the MTDES for assistance.

DES Coordinator (DESC)

- ❖ Develop and maintain evacuation planning information for known risk areas, including population of the area, and primary evacuation routes.
- ❖ Review evacuation plans of special needs facilities within known risk areas and determine possible need for evacuation support.
- ❖ Coordinate evacuation planning to include:
 - ◆ Selection of suitable evacuation routes, based on recommendations from law enforcement.
 - ◆ Movement control, based on recommendations from on-scene IC.
 - ◆ Transportation arrangements.
 - ◆ Shelter and mass care arrangements.
 - ◆ Special needs demographics and evacuation support requirements.
- ❖ Activate the EOC to provide coordination and resource support, if required or requested.
- ❖ Manage the EOC, advise appropriate LCCO officials of response actions, and support field operations.
- ❖ Provide public information if the PIO is not available.
- ❖ Ensure that damage assessment and major events are being recorded.
- ❖ Hold periodic briefings when necessary for the EOC staff to exchange information.
- ❖ Act as liaison with MTDES.

Fire Services

- ❖ Be responsible for fire protection in the vacated area.
- ❖ Assist in warning the public.
- ❖ Assist in evacuating special needs groups, as requested.

Public Health

- ❖ Provide advice to the EOC staff on protective action decisions.
- ❖ Develop food, water, and other health advisories, as needed.
- ❖ Support Mass Care operations as able.

Public Works

- ❖ Provide advice on road conditions and recommend routes to be used for evacuation.
- ❖ Mark evacuation routes, position barricades and other traffic control devices along evacuation routes, and provide personnel to assist in manning control points.

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- ❖ Provide equipment and personnel to relocate essential resources (i.e., personnel, critical supplies and equipment) to shelter/reception areas and evacuation routes.
- ❖ Assist in keeping evacuation routes open.
- ❖ Provide debris removal and disposal for locally maintained roads and bridges and repair damage, as necessary.

Ambulance Services

- ❖ Assist in the movement of evacuees with special needs, as requested.

Humane Society

- ❖ Assist with the relocation and sheltering of small animals, as requested.

School Districts

- ❖ Provide sheltering, as requested.

Special Needs Facilities

- ❖ Close and supervise evacuation of their facilities.
- ❖ Coordinate appropriate transportation for evacuees and en route medical or security support.
- ❖ Arrange for use of suitable host facilities.
- ❖ Request emergency assistance from local government if assistance cannot be obtained from other sources.
- ❖ Ensure assigned personnel are trained and knowledgeable of evacuation procedures/guidelines.
- ❖ Disseminate public information to advise relatives and the general public of the status of their facilities and the patients, students, or inmates served by those facilities.

Montana Disaster & Emergency Services (DES)

- ❖ Coordinate assistance to local government and mobilization of resources per the provisions of the [Montana Emergency Response Framework](#).

Federal Emergency Management Agency (FEMA)

- ❖ Administers assistance to the state pursuant to [PL 93-288 of the Disaster Relief Act of 1974, Section 417](#), when threat would constitute a major disaster.

5.0 Authorities and References

5.1 Authorities

- ❖ See [Section 5.1](#) of *Basic Plan*.

5.2 References

- ❖ See [Section 5.2](#) of *Basic Plan*.
- ❖ **Lewis and Clark County, Montana. November, 2005.** Annex E – Evacuation.
- ❖ **City of Roanoke, Virginia. September, 2007.** Evacuation Annex.
- ❖ **Sanders County Montana. October 2010:** Evacuation Annex.
- ❖ **Yakima County, Washington. June 2003.** ESF 24 – Evacuation & Movement.
- ❖ **Target Capabilities List. September 2007.** Citizen Evacuation & Shelter-In-Place.

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Attachment 1: Acronyms

Acronym	Meaning
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
AUC	Area Unified Command
CBO	Community Based Organization
CCRC	Capitol City Radio Club
CEO	Chief Executive Officer (<i>also Chief Elected Official</i>)
CERT	Community Emergency Response Team
COOP/COG	Continuity of Operations/Government
DES	Disaster And Emergency Services
DESC	DES Coordinator
DPHHS	Dept. of Public Health & Human Services
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ESF	Emergency Support Function
FBO	Faith Based Organization
HVAC	Heating, Ventilation, Air Conditioning
IC	Incident Commander
ICS	Incident Command System
JIC	Joint Information Center
LCCO	Lewis & Clark County
MCA	Montana Code Annotated
MDT	Montana Department of Transportation
MHP	Montana Highway Patrol
MTDES	Montana Disaster & Emergency Services
NGO	Non Governmental Organization
NWS	National Weather Services
PIO	Public Information Officer
SAR	Search & Rescue
SOP/SOG	Standard Operating Procedures/Guidelines

Attachment 2: Definitions:

Bulk Distribution: includes emergency relief supplies to meet urgent needs which are distributed through sites established within the affected area. These sites are typically used to coordinate bulk food, water, and ice supplies and to coordinate distribution systems with government and non-government organizations.

Emergency First Aid: provided to victims and workers at mass care facilities and at designated sites within the affected area. This emergency first aid service is supplementary to emergency health and medical services established to meet the needs of the victims.

Evacuation. The National Incident Management System (NIMS) defines evacuation as an organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

- ◆ **Emergency Evacuation**—immediate movement of people within a high risk zone, i.e., hazardous materials red zone. A decision that is made immediately at the scene by authorized personnel.
- ◆ **Precautionary Evacuation**—movement of people who could be exposed to risk, but not directly in the high risk zone (see definition of Emergency Evacuation). Decisions made by the chief elected official of the jurisdiction or his/her designated representative.

Evacuation Center: term often used interchangeably with the terms “*reception center*” and “*shelter*”.

Feeding: is provided through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations are based on sound nutritional standards and include provisions for meeting dietary requirements of victims with special dietary needs.

Mass Care: Providing assistance to those who have been displaced from their homes and others affected by a hazardous situation or the threat of such a situation. Mass care for these individuals includes providing food, basic medical care, clothing, and other essential life support services.

Reception Center: A Reception Center is typically a location where evacuees are screened and registered before being assigned to a shelter. During longer term evacuations (days or weeks) or very large scale evacuations (hundreds of evacuees), reception centers provide local officials more centralized organization and management of evacuated populations and area shelters. During a short term incident (several hours), the reception center may serve as a “temporary shelter” for evacuees to have their immediate needs met while they wait to return to their homes.

Shelter: Short term lodging for evacuees during and immediately after an emergency situation. Mass care operations are typically conducted in shelters.

Sheltering: includes the use of designated shelter sites in existing structures, creation of temporary facilities such as tent cities, or the temporary construction of shelters, and use of similar facilities outside the affected area.

Special Needs: Individuals/Groups. Includes the elderly, medically fragile, mentally and/or physically challenged or handicapped, individuals with mental illness, and the developmentally delayed. These groups may need to have specially trained health care providers to care for them, special facilities equipped to meet their needs, and may require specialized vehicles and equipment for transport. This population requires specialized assistance in meeting daily needs and may need special assistance during emergency situations.

Special Needs Facilities. Certain facilities which house or serve populations that cannot care for themselves during emergency situations and/or require unique support services. Such facilities include:

- Schools and day care centers, where students require supervision to ensure their safety.
- Hospitals and nursing homes, where patients need specialized health care personnel and equipment to maintain their health.
- Correctional facilities, where offenders require security to keep them in custody.

Attachment 3: Sample EAS Messages

EAS Message #1: Home Shelter

The following message has been released by the Emergency Operations Center:

1. The _____ has announced that an emergency presently exists at _____. Persons living or working within an approximate _____ mile radius of this location are requested to take sheltering actions.
2. There is no need for residents to leave the area in order to take sheltering action.
3. Persons who have taken shelter should observe the following procedures/guidelines:
 - a. Close all doors and windows.
 - b. Disconnect air conditioners or fans.
 - c. Lower the thermostat setting of any heater or turn off air conditioner/evaporative cooler to minimize the intake of external air.
 - d. Keep pets inside, and to extent possible, bring farm animals under covered facilities.
4. People living, working or traveling in the following areas are affected by this request:
(Repeat the list of areas one time, then continue the message.)
5. Persons living, working or traveling in this area should take sheltering action. Persons traveling to home or work should proceed to their destination in an orderly fashion obeying all traffic regulations. Non-residents traveling in motor vehicles should clear the area in an orderly fashion.
6. All persons traveling in the area in motor vehicles should roll up windows, close air vents, and turn off air conditioners. If in an automobile, or when sheltering is not immediately available, improvised respiratory protection may be taken. Place a handkerchief, towel, or other similar item snugly over the nose and mouth until indoors.
7. You are asked **not** to do the following:
(Read statement A., below, if school is in session.)
 - A. You are requested not to telephone or go to the school your children are attending. They are in a covered protected environment and will be bused home when it is safe to do so.
 - B. Do not telephone city, county, state or federal officials directly involved. They will keep you informed of the situation through this station. Do not use the telephone except for medical emergencies.
8. The preceding has been an announcement by the Lewis & Clark County Emergency Operations Center. It calls for all persons living or working within a _____ mile radius of _____ to take shelter. For further information, stay tuned to this station.

(Thereafter, this message should be repeated as often as needed until the station is informed by the EOC to end transmission.)

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EAS Message #2: Evacuation

The following message has been released by the Emergency Operations Center:

1. The Lewis & Clark County Emergency Operations Center has announced that an emergency condition exists at _____ and recommends the evacuation of all persons living or working within an approximate _____ mile radius of this location.
2. This advisory affects persons living in the following area:
(Repeat the list of affected areas one time, then continue the message.)
3. Please use the following evacuation routes for your neighborhood. If you will need a place to stay, report to the mass care center located at _____.
(Repeat the list of affected areas one time, then continue the message.)
4. If you have housebound persons or invalids in your home and require assistance in moving them, contact the Lewis & Clark County Emergency Operations Center at _____
5. Please cooperate by checking on persons who may live alone in your neighborhood. If they have no way of providing for their own transportation, please assist them if possible.
6. Persons affected by this evacuation advisory should prepare to spend a minimum of three days (72 hours) away from home and should have with them sufficient quantities of clothing, sleeping bags or blankets, personal care items and prescription drugs for at least this period. Persons evacuating to mass care centers will be provided with food and sanitary facilities. Pets will **not** be allowed inside the mass care centers.
7. Farmers/ranchers affected by this evacuation advisory should shelter their animals and contact the County agricultural extension agent at _____ for further instructions regarding protection of livestock, foodstuffs, and regaining access to the evacuated area.
8. Persons planning to evacuate are reminded to take the following steps prior to leaving:
 - A. Secure your home and property.
 - B. Turn off all lights and electrical appliances.
 - C. Turn down any heating systems (or turn off air conditioning systems).
 - D. Proceed calmly to your destination, obeying all traffic laws and driving carefully.
 - E. Please obey law enforcement officers and others who will be directing traffic along the evacuation routes.
9. The preceding has been an announcement from the Lewis & Clark County Emergency Operations Center regarding recommendation by the _____ for the evacuation of all persons living within a _____ mile radius of _____. For further information, please stay tuned to this station.

(Thereafter, this message should be repeated as often as needed until the station is informed by the EOC to end transmission.)

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EAS Message #3: School Evacuation

1. The following message has been released by the Lewis & Clark County Emergency Operations Center. It supplements instructions given to the public concerning the evacuation announcement for an approximate _____ mile radius of _____ .
2. Parents with children attending schools within a _____ mile radius of _____ are advised that their children are subject to a separate evacuation plan while school is in session. These schools are _____. Children at these schools will be taken directly to shelter areas. Parents are to meet their children at these shelter areas outside the emergency zone. ***I repeat, children will be taken directly to areas outside the risk area where parents are to meet their children.*** Parents are not to report to their children's schools.
3. Children attending the schools in the risk area will be taken to the following areas where they may be picked up:

School:

Evacuation Area:

(Repeat list one time and continue the message.)

4. Parents are urged not to telephone or to go to the schools their children attend. To do so will only create confusion. Parents are to meet their children at the previously announced evacuation areas. ***I repeat***, parents are urged **not** to telephone or to go to the schools that their children attend, but to meet their children at the evacuation areas.
5. The preceding has been an announcement from the Lewis & Clark County Emergency Operations Center giving parents instructions on where to meet their children who are attending schools within an approximate _____ mile radius of _____ .

(Repeat entire message one time.)

ALTERNATE MESSAGE:

“The _____ School has just been evacuated because of a (problem) at the (location). The students have been taken to _____ where they are safe and will be held until it is safe to return to school or to go home at the end of the regular school day.”

Attachment 4: Sheltering-in-Place

American Red Cross: Fact Sheet For Citizens

What Shelter-in-Place Means:

One of the instructions you may be given in an emergency where hazardous materials may have been released into the atmosphere is to shelter-in-place. This is a precaution aimed to keep you safe while remaining indoors. (This is not the same thing as going to a shelter in case of a storm.) Shelter-in-place means selecting a small, interior room, with no or few windows, and taking refuge there. It does not mean sealing off your entire home or office building. If you are told to shelter-in-place, follow the instructions provided in this Fact Sheet.

Why You Might Need to Shelter-in-Place:

Chemical, biological, or radiological contaminants may be released accidentally or intentionally into the environment. Should this occur, information will be provided by local authorities on television and radio stations on how to protect you and your family. Because information will most likely be provided on television and radio, it is important to keep a TV or radio on, even during the workday. The important thing is for you to follow instructions of local authorities and know what to do if they advise you to shelter-in-place.

How to Shelter-in-Place

At Home:

- Close and lock all windows and exterior doors.
- If you are told there is danger of explosion, close the window shades, blinds, or curtains.
- Turn off all fans, heating and air conditioning systems.
- Close the fireplace damper.
- Get your family [disaster supplies kit](#) and make sure the radio is working.
- Go to an interior room without windows that's above ground level. In the case of a chemical threat, an above-ground location is preferable because some chemicals are heavier than air, and may seep into basements even if the windows are closed.
- Bring your pets with you, and be sure to bring additional food and water supplies for them.
- It is ideal to have a hard-wired telephone in the room you select. Call your emergency contact and have the phone available if you need to report a life-threatening condition. Cellular telephone equipment may be overwhelmed or damaged during an emergency.
- Use duct tape and plastic sheeting (heavier than food wrap) to seal all cracks around the door and any vents into the room.
- Keep listening to your radio or television until you are told all is safe or you are told to evacuate. Local officials may call for evacuation in specific areas at greatest risk in your community.

At Work:

- Close the business.
- Bring everyone into the room(s). Shut and lock the door(s).
- If there are customers, clients, or visitors in the building, provide for their safety by asking them to stay – not leave. When authorities provide directions to shelter-in-place, they want everyone to take those steps now, where they are, and not drive or walk outdoors.
- Unless there is an imminent threat, ask employees, customers, clients, and visitors to call their emergency contact to let them know where they are and that they are safe.
- Turn on call-forwarding or alternative telephone answering systems or services. If the business has voice mail or an automated attendant, change the recording to indicate that the business is closed, and that staff and visitors are remaining in the building until authorities advise it is safe to leave.
- Close and lock all windows, exterior doors, and any other openings to the outside.

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- If you are told there is danger of explosion, close the window shades, blinds, or curtains.
- Have employees familiar with your building's mechanical systems turn off all fans, heating and air conditioning systems. Some systems automatically provide for exchange of inside air with outside air – these systems, in particular, need to be turned off, sealed, or disabled.
- Gather essential disaster supplies, such as nonperishable food, bottled water, battery-powered radios, first aid supplies, flashlights, batteries, duct tape, plastic sheeting, and plastic garbage bags.
- Select interior room(s) above the ground floor, with the fewest windows or vents. The room(s) should have adequate space for everyone to be able to sit in. Avoid overcrowding by selecting several rooms if necessary. Large storage closets, utility rooms, pantries, copy and conference rooms without exterior windows will work well. Avoid selecting a room with mechanical equipment like ventilation blowers or pipes, because this equipment may not be able to be sealed from the outdoors.
- It is ideal to have a hard-wired telephone in the room(s) you select. Call emergency contacts and have the phone available if you need to report a life-threatening condition. Cellular telephone equipment may be overwhelmed or damaged during an emergency.
- Use duct tape and plastic sheeting (heavier than food wrap) to seal all cracks around the door(s) and any vents into the room.
- Write down the names of everyone in the room, and call your business' designated emergency contact to report who is in the room with you, and their affiliation with your business (employee, visitor, client, customer.)
- Keep listening to the radio or television until you are told all is safe or you are told to evacuate. Local officials may call for evacuation in specific areas at greatest risk in your community.

At School:

- Close the school. Activate the school's emergency plan. Follow reverse evacuation procedures/guidelines to bring students, faculty, and staff indoors.
- If there are visitors in the building, provide for their safety by asking them to stay – not leave. When authorities provide directions to shelter-in-place, they want everyone to take those steps now, where they are, and not drive or walk outdoors.
- Provide for answering telephone inquiries from concerned parents by having at least one telephone with the school's listed telephone number available in the room selected to provide shelter for the school secretary, or person designated to answer these calls. This room should also be sealed. There should be a way to communicate among all rooms where people are sheltering-in-place in the school.
- Ideally, provide for a way to make announcements over the school-wide public address system from the room where the top school official takes shelter.
- If children have cell phones, allow them to use them to call a parent or guardian to let them know that they have been asked to remain in school until further notice, and that they are safe.
- If the school has voice mail or an automated attendant, change the recording to indicate that the school is closed, students and staff are remaining in the building until authorities advise that it is safe to leave.
- Provide directions to close and lock all windows, exterior doors, and any other openings to the outside.
- If you are told there is danger of explosion, direct that window shades, blinds, or curtains be closed.
- Have employees familiar with your building's mechanical systems turn off all fans, heating and air conditioning systems. Some systems automatically provide for exchange of inside air with outside air – these systems, in particular, need to be turned off, sealed, or disabled.
- Gather essential disaster supplies, such as nonperishable food, bottled water, battery-powered radios, first aid supplies, flashlights, batteries, duct tape, plastic sheeting, and plastic garbage bags.
- Select interior room(s) above the ground floor, with the fewest windows or vents. The room(s) should have adequate space for everyone to be able to sit in. Avoid overcrowding by selecting several rooms if necessary. Classrooms may be used if there are no windows or the windows are sealed and cannot be opened. Large storage closets, utility rooms, meeting rooms, and even a gymnasium without exterior windows will also work well.

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- It is ideal to have a hard-wired telephone in the room(s) you select. Call emergency contacts and have the phone available if you need to report a life-threatening condition. Cellular telephone equipment may be overwhelmed or damaged during an emergency.
- Bring everyone into the room. Shut and lock the door.
- Use duct tape and plastic sheeting (heavier than food wrap) to seal all cracks around the door(s) and any vents into the room.
- Write down the names of everyone in the room, and call your schools' designated emergency contact to report who is in the room with you.
- Listen for an official announcement from school officials via the public address system, and stay where you are until you are told all is safe or you are told to evacuate. Local officials may call for evacuation in specific areas at greatest risk in your community.

In Your Vehicle:

If you are driving a vehicle and hear advice to “shelter-in-place” on the radio, take these steps:

- If you are very close to home, your office, or a public building, go there immediately and go inside. Follow the shelter-in-place recommendations for the place you pick described above.
- If you are unable to get to a home or building quickly and safely, then pull over to the side of the road. Stop your vehicle in the safest place possible. If it is sunny outside, it is preferable to stop under a bridge or in a shady spot, to avoid being overheated.
- Turn off the engine. Close windows and vents.
- If possible, seal the heating/air conditioning vents with duct tape.
- Listen to the radio regularly for updated advice and instructions.
- Stay where you are until you are told it is safe to get back on the road. Be aware that some roads may be closed or traffic detoured. Follow the directions of law enforcement officials.

Local officials on the scene are the best source of information for your particular situation. Following their instructions during and after emergencies regarding sheltering, food, water, and cleanup methods is your safest choice.

Remember that instructions to shelter-in-place are usually provided for durations of a few hours, not days or weeks. There is little danger that the room in which you are taking shelter will run out of oxygen and you will suffocate.

Attachment 5: Evacuation Templates & Protocols

Sample Evacuation Order

The City/County of _____ has declared a State of Emergency. An emergency condition exists as a result of _____. There is a need to evacuate portions of the city/county to ensure the safety of the public.

Therefore:

1. The City/County of _____ is requesting the immediate evacuation of all residents and businesses within the following boundaries:
North of: _____
South of: _____
East of: _____
West of: _____
2. Those needing special assistance are requested to call _____. This number has been established to respond to evacuation requests only.
3. Local Law Enforcement Agencies are restricting all entry into the hazard area. No one will be allowed to re-enter the area after _____ a.m./p.m.
4. _____ will advise the public of the lifting of this order when public safety is assured.

Incident Commander

Date

Elected Official

Date

Section III: Support Annexes

Sample Evacuation Contact Form:

ADDRESS:		
NAME OF CONTACT:		
DATE:	TIME:	
# PERSONS IN BLDG:		
EVACUATING?	Yes	No
DESTINATION:		
SHELTER/RECEPTION?	Yes	No
OTHER:		
COMMENTS:		
OTHER RELEVANT INFORMATION:		
REPORTED BY:		
PHONE:		

[*Printable 4x6 Card*](#)

Section III: Support Annexes

Vehicle/Equipment Record Form

Date & time vehicle acquired: _____

Odometer/hour meter reading: _____

Vehicle type: _____ Vehicle ID # _____ License # _____

Operator provided? Yes _____ No _____

Operational status: Good _____ Fair _____ Poor _____

Acquired from: _____

Vehicle Owner (if known) _____

Maintenance performed, (if any:

1. _____

2. _____

3. _____

Date and time vehicle returned: _____

Odometer/hour meter reading: _____

Operational status: Good _____ Fair _____ Poor _____

Remarks:

Section III: Support Annexes

Sample Disaster Area Permit

Vehicle control into a cordon area has always been of concern to the local law enforcement officials during periods of emergency crisis or a disaster. In an attempt to control this problem, a *disaster area permit* has been developed by the office of Disaster & Emergency Services to be used during these events.

The intent of this disaster area permit is to assist the officer in determining who is authorized to enter the cordon area. Only persons who have been issued a permit will be allowed access into the cordon area.

The distribution of this permit will be through the EOC or at the Field Command Post. The decision to use this permit will be based on the type of crises and duration of the event.

If the decision is made to utilize the permit, a verbal communiqué will be issued through two-way communications to other agencies involved in the recovery.

Verification of a particular permit may be requested by an officer through either the command post or through the EOC. Verification of the permit may be obtained by giving the verification permit number. The person who is receiving the request will transmit back to the officer requesting verification:

1. Name
2. Address
3. Make of car and license plate number
4. Date of issuance

In the event an officer may wish to expel a person from the cordon area, it is requested that this officer notify the command post or EOC of this decision in order that the verification number can be removed from the log book.

The recipients of a Disaster Area Permit will fall into these categories:

1. Persons living within the cordon area.
2. Persons requesting admittance into the cordon area to assist friends and/or relatives.
3. Emergency personnel not driving a marked vehicle.
4. Persons not listed above, but with approval of a field supervisor at the command post.

With the development of this disaster area permit, control of vehicular traffic into the cordon area can be maintained. This type of control method will lessen the possibility of unauthorized persons and certainly restrict the possibility of looting.

Any questions concerning the use of this permit may be directed to the DESC.

The disaster area permit is a 8 ½" x 4" card. It should be affixed to the upper left hand corner of the front windshield. This permit will display the following information:

Name of the person to whom the permit is issued

Address within the cordon area

Date of issuance

Vehicle make

License plate number of vehicle to which the permit will be affixed

Permit number

Section III: Support Annexes

Disaster Area Permit		Permit #:
Issued to:		
Address within cordon area:		
Date/Time Issued:	Expires:	
Vehicle Make:		
Vehicle Color:	Issued by:	
License Plate #:		

Disaster Area Permit		Permit #:
Issued to:		
Address within cordon area:		
Date/Time Issued:	Expires:	
Vehicle Make:		
Vehicle Color:	Issued by:	
License Plate #:		

Disaster Area Permit		Permit #:
Issued to:		
Address within cordon area:		
Date/Time Issued:	Expires:	
Vehicle Make:		
Vehicle Color:	Issued by:	
License Plate #:		

Evacuation Alert Procedures

Door-To-Door Evacuation Alert Procedures

Door-to-door contact is an effective, but time- and labor-intensive method of alerting, warning, and evacuating an area. More detailed information can be shared with the population; and positive confirmation can be made that the individual received the warning, understood the instructions, and knew the potential consequences of his/her actions. When making door-to-door evacuations, personnel should be in uniform.

- Receive assignment from officer supervising the evacuation. This should include a prepared statement of:
 1. Type of incident, expected duration, and available time to evacuate.
 2. Recommended protective actions to be taken by the public.
 3. Implications of not following actions.
 4. Evacuation route(s).
 5. Reception/shelter location(s).
 6. Neighborhood congregation point(s) for those needing transportation.
 7. Telephone number to call for more information.
- Assemble Door-to-Door Evacuation Supplies
 1. Copies of prepared statements
 2. Copies of [Evacuation Contact Form](#)
 3. Plastic flagging materials in two colors (to mark contacted homes)
 4. Means of communicating transportation needs (e.g., radio or cell phone)
- Conduct Door-to-Door Evacuation Alert
 1. Knock, ring bell, etc. Allow at least one minute for response during the day; allow more time at night.
 2. If no answer, document time and address, then move to next facility.
 3. If answered, read prepared statement and:
 - a. Determine how many persons are in the building.
 - b. Determine whether they intend to leave, have a place to go, and have adequate transportation. If yes to all, document time and address on [Evacuation Contact Form](#).
 - c. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Go to next facility.
 - d. If occupants do **not** intend to leave, ensure they understand the possible dangers if they stay, then document the time, address, and number of people remaining.
 - e. Using a different color of plastic flagging that indicates that a person is present, mark the building in a conspicuous place to indicate that contact has been made. Move to next facility.
 - f. If they intend to leave, but do not have transportation, document the number of people needing assistance, the time and address, and special transportation requirements (ambulance, handicapped van, etc.); and report this information **immediately** to your supervisor. Advise citizens who are able to walk to proceed to the nearest designated congregation point. *Do not stop your activities to remove them from the area.*
 - g. If they intend to leave, but do not have a place to go, refer them to the nearest shelter or reception point. Document time and action taken. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Move to the next facility.
- Report Results
 1. After clearing a portion of your assigned area (this may be block-by-block in a residential area, by store in a shopping center, by floor in an office building or hospital, or by apartment building in a complex), report information collected to your supervisor.

Section III: Support Annexes

Because of the extra time needed to arrange transportation, information on people needing evacuation assistance should be transmitted at the time of receipt of such information.

Mobile Public Address Evacuation Alert Procedures

Mobile public address alerting is more time efficient than door-to-door contact, but it is able to convey only a limited amount of information. It is most effectively used in combination with the Emergency Alert System and door-to-door contact. It may be used to alert and warn the public prior to the request to evacuate, or to advise of protective actions short of evacuation.

Receive assignment from officer supervising the evacuation. This should include a prepared statement of:

1. Type of incident, expected duration, and available time to evacuate.
2. Recommended protective actions to be taken by the public.
3. Implications of not following actions.
4. Evacuation route(s).
5. Reception/shelter location(s).
6. Neighborhood congregation point(s) for those needing transportation.
7. Telephone number to call for more information.
8. TV or radio station to tune to for more information.

Conduct alert

1. Repeat message at each intersection and at least once mid-block.
2. Do not stop to give information, etc.

Report Results

Once the assigned area has been covered, note date and time and report completion to your supervisor. Your supervisor should advise the IC or Operations Section Chief, and the Planning Section.

Section III: Support Annexes

Attachment 6: Population Protection Plans

Plan	Map	Comments
Lewis & Clark County		
Colorado Gulch	Colorado Gulch	
Dearborn Fire Service Area	Dearborn Fire Service Area	
HWY 12 W Corridor	HWY 12 W Corridor	
Lewis & Clark County Full	Lewis & Clark County Full	
	Lewis & Clark County Full2	
Priest Pass	Priest Pass	
South Hills	South Hills Evac Routes	
South Hills IAP – City		
South Hills IAP – Rural	South Hills - Rural	
Ten Mile Drainage	Ten Mile Drainage	
Tri-Lakes	Tri-Lakes Causeway	
	Tri-Lakes Spokane Hills	
West Valley	West Valley Area 1	
	West Valley Area 2-3	
	West Valley Area 4-5-6	
Wolf Creek	Wolf Creek Area A	
	Wolf Creek Area B	
	Wolf Creek Area C	
	Wolf Creek Area D-G	
	Wolf Creek Area E	
York	York Area 1	
	York Area 2	
	York Area 3	

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Jefferson County		
Basin	Basin Cataract ACP	
Boulder	Boulder ACP	
Bull MTN		
Cataract Fire		
Clancy Fire District	Clancy Unit 1	
Jefferson City	Jefferson City	
Montana City	Montana City	
Whitehall	Whitehall ACP	
Broadwater County		
Broadwater County	Duck Creek Area	
	Radersburg Area	
	Toston Area	
	Townsend Area	
	Winston Area	